

2035 Planning Guidance  
December 14, 2006

PURPOSE

The following document consolidates the planning policy guidance developed during the 2030 Statewide Transportation Plan and provides guidance for several emerging areas to be considered during the 2035 update of regional and the statewide transportation plans. This document will be reviewed prior to the adoption of the 2035 Statewide Transportation Plan.

The Transportation Commission (TC) policies adopted on Tolling and Senate Bill 1 (SB97-001), 10 Percent Transit, are attached to this 2035 Policy Guidance as attachments “A” and “B”, respectively.

Attach A - Tolling  
guidance to 2035 Poli

Attach B - Strategic  
Transit Projects Reso

This document is intended to complement Policy Directives #13 and #14.

1. Funding for Alternative Modes

The Transportation Commission (TC) recognizes the role of all modes of transportation including air, bicycle, pedestrian, rail, truck, transit facilities, and programs for Travel Demand Management (TDM), Transportation System Management (TSM), and Intelligent Transportation System (ITS) in addressing mobility needs. To that end, the TC supports using existing regional priority projects (RPP), contingency, federal, and SB97-001 funds as well as new funding sources for alternative mode projects that benefit the state’s highway system and are prioritized through the regional planning process.

## 2. Earmarks

The planning process established by federal and state law (P.L. 105-59 SAFETEA-LU and Colorado Title 43) establishes policy and sets priorities for the use of federal and state transportation resources through a cooperative statewide and regional planning process. The TC believes that these processes effectively balance regional and statewide needs.

Historically, often earmark projects have not increased the projected statewide revenues. Rather, they redistribute funds from projects prioritized in the regional and statewide planning process.

The TC's investment decisions rely on the cooperative planning process. The TC discourages earmarking projects, in principle, because many earmarks undermine and disrupt the statewide and regional planning and programming process as well as the performance-based allocation of resources. The TC recognizes the need to ensure earmarked projects are consistent with the existing Statewide Transportation Improvement Program (STIP).

The TC requires that sponsoring agencies obtaining earmarks provide the match for on-and off-system projects.

## 3. Sharing Transportation Revenues with Local Governments

The TC recognizes the significant demands placed on local governments to provide and maintain municipal and county roads and bridges. Therefore, the Commission supports continued sharing, as prescribed by the Highway User Tax Fund (HUTF), and supports sharing any new statewide voter-approved revenues with local governments. However, because the state's General Fund

and SB-1 revenues are existing sources of state revenue that the state legislature has directed to CDOT, the TC allocates the funds for statewide transportation purposes. The General Fund and SB97-001 revenues are not subject to sharing with local governments.

#### 4. Growth in the State Transportation System

Given declining revenue projections and increasing construction costs, the TC will continue its high priority on preservation, enhancement and maintenance of the existing infrastructure. No center line miles will be added to the state system unless funded from sources other than CDOT-administered federal transportation funds or state fuel or registration fees, as identified in Section 18 Article 10 of the State Constitution, except as otherwise approved by the Commission. Other funding sources may include tolls implemented through the Colorado Toll Enterprise (CTE) or other authority, local or regional transportation authority funds, partnerships with other public and private entities including an exchange of facilities with local governments, strategic project funds, or other funds allocated by the General Assembly for transportation purposes. All costs for additions of centerline miles to the state highway system--including maintenance, operation, and reconstruction--are the responsibility of the financing party. Expansion to the state highway system from traditional funding sources is restricted to increases in current corridor capacity and must be consistent with the role and function of the state highway system.

#### 5. Transportation System Support of Economic Development

The TC recognizes that Colorado's transportation system constitutes a valuable resource and a major public and private investment that directly affects the economic health of the state. The TC supports the enhancement of Colorado's

economic competitiveness and sustainability by working through the regional and statewide planning process to provide a transportation system that is safe, efficient, and moves goods, people and information in a manner that is in balance with the state, regional and local community economic development goals.

#### 6. Tolling

See Attachment A that was included as part of TC Resolution 1385 approved on Nov. 17, 2005, for policies on tolling.

#### 7. Overmatching

Projects may be expedited in long-range plans or transportation improvement programs (TIPs) and STIPs if local funds contributed to a project cost above normal rate are agreed to through the regional transportation plan process or the RPP and reflect state priorities.

The TC's guidance regarding the use of local funds to advance construction of a project in the STIP provides that:

- The regional planning process is the mechanism for decisions to advance projects in this manner; and
- Consensus on payback is documented in the STIP through the completion of payback agreement terms.

#### 8. SB 97-001 Strategic Transit Program

The goal of the Strategic Transit Investment Program is to increase transit ridership through improving transit connections between communities and to increase access to critical destinations, such as medical services.

See Attachment B, Resolution Number TC-1455, approved September 20, 2006, for TC transit policies.

9. Freight

The TC recognizes the increasing importance of efficient multi-modal and inter-modal freight movement to Colorado's economy and quality of life. To that end, the TC's policy guidance on freight recognizes the importance of major freight corridors and facilitating the movement of freight when considering improvements to these corridors, including deployment of ITS technologies. The TC supports cooperative partnerships with other states and entities to identify issues, share information, and advance solutions needed to accommodate the rapid growth in freight.

10. Corridor Visions

The TC supports the concept of corridor visions, which comprise an integrated network of state highway corridors; modal and local roadway transportation systems reflecting local, regional, and statewide travel patterns; community values; local land use plans; and environmental factors. The TC supports the concept of Corridor Visions:

- To increase the efficiency of the transportation system to move people, goods, and information by integrating bicycle, pedestrian, automobile, transit, aviation, TDM, ITS, truck, and rail needs into CDOT's project development, construction, maintenance, and safety programs;
- Use access management policies on the state highway system commensurate with the function of these state facilities and their role in the integrated transportation network;

- Align strategies and projects to promote greater flexibility and accountability, continuity and fiscal responsibility in the management of the statewide transportation system; and
- Promote a common understanding of corridor visions by Transportation Planning Regions, CDOT, and local governments by:
  - Describing the desired future of the transportation corridor in order to promote greater flexibility and accountability in the planning process;
  - Linking to the TC's investment strategy; and
  - Integrating passenger, freight, and information movement as well as recognize community values such as economic, cultural, and environmental concerns.
- Incorporate by reference the previously adopted Corridor Optimization Guidelines that involve a greater level of detailed project level study of a state highway corridor segment.

The TC provides the following additional guidance for the development of corridor visions for Interstate, non-Interstate National Highway System and State Highways (SH) 13 and 385, and other state highways in the 2035 Statewide Transportation Plan:

For Interstate Highway Corridor Visions:

- Maintain the original Interstate System purpose as National Defense System and inter-state/inter-region travel routes as highest priority through:
  - Proper access management and interchange spacing
  - Interchange connections only to regionally significant arterials
- Achieve performance measure objectives for safety, mobility and system quality
  - Highest practicable maintenance level of service
  - Desired Surface treatment target of 85 percent Good/Fair

- Optimize existing transportation system cost efficiency before expansion through integration of:
  - Intelligent Transportation Systems
  - Transportation Systems Management
  - Transportation Demand Management
  - Alternative Modes
  - Inter-state and inter-regional freight facilities
- Recognize a variety of funding mechanisms are needed to implement corridor visions
- Consider innovative financing such as Regional Transportation Authorities, tolling, public/private partnerships and other funding mechanisms as further support to implement corridor visions
- Coordinate comprehensive land use and transportation planning to support local land use plans while protecting and optimizing the transportation system
  - Encourage development of local transportation network to meet and support local access and circulation needs
  - Encourage highway project design that complements the environment and is visually appealing

For non-Interstate National Highway System and State Highway 13 and State Highway 385 Corridor Visions:

- Maintain original National Highway System purpose as National Defense System and inter-state/inter-region travel routes as highest priority through:
  - Level of access control to balance community needs while protecting and optimizing the transportation system including interchange/intersection spacing
  - High practicable maintenance level of service that supports Interstate System

- Achieve performance measure objectives for safety, mobility and system quality
  - Highest practicable maintenance level of service
  - Desired Surface treatment target of 70 percent Good/Fair
- Optimize existing transportation system cost efficiency before expansion through integration of:
  - Intelligent Transportation Systems
  - Transportation Systems Management
  - Transportation Demand Management
  - Alternative Modes
  - Safety features such as passing lanes and shoulders
  - Inter-state and inter-regional freight facilities such as parking areas and pullouts
- Recognize a variety of funding mechanisms are needed to implement corridor visions
- Consider innovative financing such as Regional Transportation Authorities, tolling, public/private partnerships and other funding mechanisms as further support to implement corridor visions
- Coordinate comprehensive land use and transportation planning to support local land use plans while protecting and optimizing the transportation system
  - Encourage development of local transportation network to meet and support local access and circulation needs
  - Consider trade/transfer of regional highways from National Highway System designation to local roadway designation
  - Encourage highway project design that complements the environment and is visually appealing

For remaining State Highway Corridor Visions:



- Allow flexibility to balance local needs with state transportation standards through CDOT and local agency coordination

#### 11. Dispute Resolution

When conflicts arise in MPO areas, differences not resolved at the staff level will be addressed by CDOT and MPO executive directors. When conflicts arise in non-MPO areas, differences not resolved at the staff level will be addressed by the CDOT executive director and Regional Planning Commission (RPC) chair. Policy issues that are not settled at the executive director level are then taken to the governing body of the MPOs or RPC and to the TC. Any disputes not settled at the TC and MPO/RPC level that involve interpretation of federal laws or regulations will be escalated to the FHWA and FTA level for resolution.

#### 12. Region Contribution/Expenditures

For planning purposes, dollars allocated to a CDOT engineering region will be expended in that engineering region. This does not preclude loan/payback agreements to best manage construction dollars.

#### 13. Maintenance Incentive Pilot Program

The TC has established a pilot program to encourage the local ownership of certain state roads that no longer meet the intent of the state highway system. A fund has been created setting aside money to pay local governments to take over state arterials. CDOT will develop guidelines to implement the pilot program. CDOT will maintain ownership of a continuous State Highway

system and ensure than any local ownership of the State Highway system does not segment the continuity of the existing system.